

CITY OF SAN JOSÉ, CALIFORNIA  
 Department of Planning, Building and Code Enforcement  
 801 North First Street, Room 400  
 San José, California 95110-1795

Hearing Date/Agenda Number  
 H.L.C. 11/5/03 Item 6.b.

File Number  
 PDC02-102

Application Type  
 Planned Development Zoning and  
 Special Use Permit

Council SNI  
 6  
 Burbank/Del Monte

Planning Area  
 Central

Assessor's Parcel Number(s)  
 274-14-142 & 274-14-143

## STAFF REPORT

### PROJECT DESCRIPTION

Completed by: Erin Morris

Location: North side of West San Carlos Street between North Buena Vista Avenue and North Willard Avenue

Gross Acreage:

3

Net Acreage:

3

Net Density:

**Fill In**

Existing Zoning: LI Light Industrial, R-2 and R-1-8  
 Residence Districts

Existing Use: Auto repair shop, vacant bowling alley, and  
 surface parking lot

Proposed Zoning: A(PD) Planned Development Zoning

Proposed Use: Townhouses, Affordable Senior Housing, and  
 Commercial

### GENERAL PLAN

Completed by: ELM

Land Use/Transportation Diagram Designation  
 General Commercial and Medium Low Density Residential (8du/acre)

Project Conformance:  
☒ Yes ☐ No  
☐ See Analysis and Recommendations

### SURROUNDING LAND USES AND ZONING

Completed by: ELM

North: Residential

R-1-8 Single Family Residence District and  
 R-2 Residence District

East: Residential & Commercial

R-2 Residence District and  
 LI Light Industrial

South: Commercial

CN Commercial Neighborhood and  
 Unincorporated

West: Residential & Commercial

R-1-8 Single Family Residence and  
 LI Light Industrial

Completed by: ELM

☐ Environmental Impact Report found complete

☐ Exempt

☒ Negative Declaration circulated on  
☐ Negative Declaration adopted on

☐ Environmental Review Incomplete

#### FILE HISTORY

Completed by: ELM

Annexation Title: College Park/Burbank Sunol

Date: 12/8/1925

#### PLANNING DEPARTMENT RECOMMENDATIONS

☒ Recommend Approval  
☐ Recommend Approval with Conditions  
☐ Recommend Denial

Date: \_\_\_\_\_

Approved by: \_\_\_\_\_

#### OWNER/APPLICANT/DEVELOPER

CORE Development Inc.  
 470 South Market Street  
 San Jose, CA 95113  
 Contact Person: Chris Neale

#### PUBLIC AGENCY COMMENTS RECEIVED

Completed by: ELM

Department of Public Works

Yes

Other Departments and Agencies

Yes

#### GENERAL CORRESPONDENCE

See attached

#### ANALYSIS AND RECOMMENDATIONS

### **BACKGROUND**

The applicant, Chris Neale on behalf of CORE Development Inc., is requesting a Planned Development Rezoning from LI- Light Industrial, R-2 and R-1-8 Residential Zoning Districts to A(PD) Planned Development Zoning District to allow up to 95 units of affordable senior housing, 32 townhouses, and a 4,000 square foot commercial building. The applicant has also requested a Special Use Permit (SP03-019) to allow demolition of the bowling alley structure.

The 3 acre site is located on the north side of West San Carlos Street between North Buena Vista Avenue and North Willard Avenue (Assessor's Parcel Numbers 274-14-142 & 274-14-143). The site has approximately 390 feet of frontage on West San Carlos Street and is surrounded by residential uses to the north, residential and commercial uses to the east and west, and commercial uses to the south. The site currently contains two structures, the bowling alley and an auto repair facility.

The attached historic report includes a concise history of bowling which includes information about bowling alleys in Santa Clara Valley in the late 1800s to present. The auto repair facility was built in the 1970s and is not considered historically significant.

A Planned Development Rezoning is required to allow the proposed residential and commercial uses. After the zoning is approved, a Planned Development Permit will be required to allow implementation of the zoning. The

applicant has requested the Special Use Permit to allow demolition of the bowling alley structure in advance of the approval of the Planned Development Permit because of ongoing maintenance issues related to the vacant bowling alley building, which has sustained numerous break-ins and acts of vandalism despite site fencing, security patrols, and an alarm system. The auto repair facility is not proposed for demolition at this time. It is anticipated that demolition of the facility will be included in the future Planned Development Permit for the site.

CORE Development is also proposing to receive Federal funding from the U.S. Department of Housing and Urban Development (HUD) HOME program under the Cranston-Gonzalez National Affordable Housing Act for the proposed project. This federal funding request requires the project to be evaluated under the context of the National Environmental Policy Act (NEPA) and Section 106 of the National Historic Preservation Act (NHPA), which applies to federal actions.

The Historic Landmarks Commission (HLC) reviews the proposed project to determine whether the undertaking will result in significant adverse effects to archaeological or historic resources eligible for the National Register of Historic Places for the purposes of NEPA and Section 106. The HLC also determines, for the purposes of CEQA, whether there are historic and archaeological resources eligible as City Landmarks or for the California Register of Historic Resources that will be impacted. Under NEPA and Section 106 review, the City shall convey the Commission's comments to the State Historic Preservation Office (SHPO). If the HLC finds that the project does not result in an adverse effect to resources eligible for the National Register, and SHPO does not object within 30 days, the undertaking shall be considered a Finding of No Adverse Effect. If the Commission finds that the project does result in an adverse effect to resources eligible for the National Register, the City and SHPO will work together to minimize the impacts.

## **ENVIRONMENTAL REVIEW**

A combined Initial Study and Environmental Assessment was prepared for this project in compliance with CEQA and NEPA, respectively. A Mitigated Negative Declaration will be circulated for this project in early November. It is anticipated that the Special Use Permit will be scheduled for Director's Hearing in November 2003 and the Planned Development Rezoning will be scheduled for Planning Commission in December 2003 and for City Council in January 2004. Under HUD regulations for the administration of NEPA, the project requires an Environmental Assessment subject to review and compliance with applicable Federal environmental laws and authorities. One of the main issues of the draft Initial Study and Environmental Assessment is evaluation of the significance of the existing cultural resources and structures on the site.

## **BUILDING DESCRIPTION**

The Fiesta Lanes Bowling Alley, built in 1957, was the largest bowling alley in the area at the time of construction. The building is a reinforced concrete tilt up structure and originally included a drive-in restaurant in the southeast corner of the building. The building type was typical of industrial buildings beginning in the early 1950s and is consistent with the work of Goodwin Steinberg. Early designers of this emerging technology were striving to be modern in their simplicity and used exposed structural systems and natural materials to provide visual acuity and interest.

The building is mostly rectangular except for a small accessory structure in the rear and a slight protrusion from the front wall at the storefront on the southeast corner of the building. A small addition has been constructed of masonry blocks adjacent to the rear accessory addition. Other changes to the original configuration include elimination of the drive-in restaurant, tall open-face ornamental masonry block screens at the front façade, modifications to the canopy above the front storefront, and installation of aluminum framed glass doors. The inside of the building is fairly original to the 1950s design although some interior demolition has occurred.

## **ANALYSIS**

The primary project issues before the Commission are 1) review of the proposed Area of Potential Effect (APE) for historic and archeological resources for the proposed project for the purposes of NEPA 2) evaluation of the historical significance of the historic and archeological resources and the impacts of the proposed demolition for the purposes of both NEPA and CEQA; and 3) identification of mitigation measures if the historic and archeological resources are determined to be significant.

### *Archaeological Resources*

An archaeological report (attached) was prepared to address the potential archaeological impacts under both NEPA/NHPA and CEQA. The Area of Potential Effect (APE) is the entirety of both parcels that constitute the project site, which will be stripped of extant buildings, features, and the pavement and baserock covering the entire area, followed by excavations for new buildings. Previous archival research and a field survey of the APE were undertaken in 2001 and it was determined that there is relatively low potential for significant historic or prehistoric archaeological deposits. The report recommended restricted archaeological monitoring during initial clearing of the APE to a depth of approximately 18 inches.

### *Historic Resources*

The historic report (attached) was prepared to address historic resource impacts under both NEPA/NHPA and CEQA. As discussed on page 8 of the attached historic report, an Area of Potential Effects was studied to determine if nearby properties contained historic resources, and if so, whether or not the project as proposed would have an adverse effect upon those resources. The Area of Potential Effects (APE) includes all properties that adjoin the south side of West San Carlos between North Buena Vista and North Willard Avenues, the west side of North Buena Vista Avenue across the street from the project, properties that adjoin the project to the west, north, and east, and properties on the east side of North Willard Avenue across the street from the project. A map of the APE is on page 8 of the historic report. Thirty-two properties within the APE were surveyed and given preliminary evaluations in order to determine if they appeared eligible for the National Register of Historic Places. Some of the properties, as described on page 29 of the historic report, may be eligible for the National Register.

Under federal regulations, a project would have adverse effect if it would alter, directly or indirectly, any of the characteristics of an historic property that qualifies it for inclusion in the National Register. There are 7 criteria which may apply. As described on page 30 of the historic report, the properties within the APE would not be affected by the project when relevant criteria are applied:

***Criteria 4.*** *Change of the character of the property's use or of physical features within the property's setting and contribute to its historic significance;*

***Criteria 5.*** *Introduction of visual, atmospheric, or audible elements that diminish the integrity of the property's significant historic features.*

The report concludes that the project as proposed will not significantly impact the setting or introduce visual, atmospheric, or audible elements into the neighborhood.

### *Local and State Registers*

The Fiesta Lanes bowling alley building does not appear eligible for the National Register, California Register or as a City Landmark although the building appears eligible for the San Jose Historical Resources Inventory as a Structure of Merit. Because the building is less than 50 years old, and is not exceptional in its current state, it does not appear to meet any of the criteria for listing in the California or National registers. At the local level, the

Fiesta Lanes building appears to meet eligibility requirements for listing on the San Jose Historic Resources Inventory as a Structure of Merit, based on a point score of 64.82. The original Palm Bowl building and site appear to have historical significance based on association with emerging patterns of recreational activity in the community, and the building is an early example of the work of Goodwin Steinberg, an architect of emerging significance whose body of work is just now beginning to be recognized as important in post-war regional architecture. The architecture of the building is a reflection of new trends in design during this period that relied on exposed structure and the unadorned presentation of natural materials such as concrete. The present structure, however, no longer adequately represents these emerging trends as its distinctive style has been compromised by modifications to the front façade and because the natural pebble-faced concrete wall panels have been painted.

The auto repair facility has no historical or architectural significance as it was built in contemporary times (1970s) and is vernacular in style consistent with the designs of the 1970s.

#### *Potential Impacts Under CEQA*

Demolition of the buildings would not be a significant impact under CEQA because the buildings are not eligible as a City Landmark or for listing on the California Register of Historic Resources.

#### *Recommended Mitigations*

The report authors encourage documentation of Fiesta Lanes because the building has local historical value due to the nature of the original design by Goodwin Steinberg and the social and recreational patterns of use within the local community. Documentation, including the archiving of the project's historical report as well as additional archival photo-documentation, would preserve the visual image and a record of the facility to a limited degree.

### **RECOMMENDATION**

Planning staff recommends that the Historic Landmarks Commission make the following findings and take the following actions:

- 1) Find that the existing structures and archaeological resources are not eligible for the National Register, California Register or as a City of San Jose Historic Landmark.
- 2) Find that the proposed demolition of the structures will not create a significant effect on historical resources pursuant to CEQA.
- 3) Find that the proposed project will not create a significant effect on archaeological resources pursuant to CEQA.
- 4) Find that the proposed project would not result in a significant adverse effect to historic, cultural or archaeological resources on or adjacent to the project site, pursuant to NEPA and NHPA.
- 5) Recommend that prior to demolition additional supplementary photo-documentation of Fiesta Lanes be conducted as a record of the facility.
- 6) Refer the project to the State Historic Preservation Office (SHPO) for concurrence, pursuant to NEPA and NHPA requirements for Federal actions.

Attachments:

? Photographs;

- ? Historical and Architectural Evaluation: Fiesta Lanes and Meineke Mufflers, by Dill Design Group
- ? Archaeological Evaluation by Holman & Associates
- ? Map